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PROGRAMME PLANNING: COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

Fifth country programme for Guinea

Note by the Administrator

I. THE PROGRAMMING PROCESS

1. The programming process began with the preparation of the advisory note in which the United Nations Development Programme (UNDP) proposed areas of concentration for the fifth country programme to the Government. The note was based on the outcome of the mid-term review of the programme held in November 1989 and on the technical cooperation policy document approved in April 1990. The note referred to the in-depth sectoral studies of technical cooperation, in addition to the horizontal thematic studies (private sector, non-governmental organizations, environment, and women in development) and the programmes of the specialized agencies and funds of the United Nations system. Moreover, the process ensured participation by a number of specialized agencies in the programming exercise through multidisciplinary programming missions.

2. In order to facilitate a consensus on national programmes and subprogrammes, inter-ministerial technical meetings coordinated by the Ministry for Planning and International Cooperation were held so that the Government could consider the note in detail and make relevant recommendations for the preparation of a well-defined programme in keeping with the country's strategic needs.

3. Throughout the process, a joint Government/UNDP technical team maintained a dialogue on objectives and strategies and engaged in productive cooperation, which led to the finalization of the country programme document.

4. The programming exercise was carried out on the basis of a synchronization of the national technical cooperation assessment and programmes (NaTCAP) process and the Technical Cooperation Programme. With the aid of the programming methodology introduced and the structures set up, the process facilitates national programming and the management and technical coordination of external cooperation. The fifth country programme represents a commitment by UNDP to support the Government's priority options with a view to achieving the fundamental development objectives set. The areas of concentration were selected on the basis of the need to target UNDP inputs in such a way as to ease major constraints, while taking into account the complementarity of contributions by other donors. The fifth country programme reflects the complementarity of UNDP assistance and that from other donors, and will provide a frame of reference for the operational activities for development of the United Nations system. Lastly, the Government will make use of the fifth country programme and the Technical Cooperation Programme to mobilize additional resources and ensure coordination of technical assistance among donors.

II. ANALYSIS OF THE FIFTH COUNTRY PROGRAMME

5. The fifth country programme was prepared within the framework of the programme approach laid down in General Assembly resolution 44/211, of 22 December 1989. That approach offers the advantage of concentrating on strategic areas and sectors that promote the integration of activities, horizontal transfers and the optimal interaction of programmes and subprogrammes. The latter are centred on major sectoral and subsectoral themes closely linked to national technical cooperation and public investment programmes. Within the framework of this innovative methodological support, UNDP will assist the Government in designing and formulating strategies and programmes, mobilizing the necessary resources, and making optimum use of technical cooperation. Priority aims under the fifth country programme are thus to support the Government's efforts to promote economic and financial recovery, and to contribute to the achievement of the fundamental objectives of alleviation of poverty, community participation and management development. UNDP assistance is focused on four areas of concentration: support for the Economic and Financial Recovery Programme; rural development and community participation; human resources development; and promotion of the private sector and the revitalization of industry.

6. Support for the Economic and Financial Recovery Programme is justified by the considerable development problems experienced by Guinea, and it reinforces the steps taken by the Government to disengage from production sectors and to promote private initiative with a view to bringing about a transition to a market economy. However, such a reorientation is impossible unless it is preceded by far-reaching changes in public administration structures. UNDP will therefore continue to support Guinean economic management through its anticipated participation in the third phase of the Economic Management Support Programme. Furthermore, UNDP assistance will be reflected in the establishment of an ongoing, dynamic process of planning, programming,

rationalization and coordination of external cooperation, and in the strengthening of the chief government departments in the areas of management, analysis, forecasting, research, and economic, monetary and budgetary policy formulation. In that connection, activities under "planning" and "aid coordination" projects should be complemented by activities in the third phase of the Economic Management Support Programme, which are to be focused on administrative reform, statistics, management of public contracts and debt, as well as short-term economic management. This will facilitate the qualitative strengthening of economic management and regulation, the activation of key economic sectors, and the mobilization of the country's energies for the preparation, among other things, of the National Development Programme, which is to incorporate the Public Investment Programme and the Technical Cooperation Programme.

7. Rural development and community participation are the Government's priority options for achieving a substantial increase in agricultural production. UNDP assistance will be provided in the general context of the endeavour to achieve sustainable development, and will consist, for example, in the replication in various regions of a programme based on an integrated rural development strategy designed to meet the needs of women's groups and community organizations. The aim will be to develop national capacities in the area of the planning, management and execution of rural development strategies and programmes; to develop appropriate production systems; to promote the development of self-managed farmers' groups in which women play an active role; and to set up a small group of Guinean non-governmental organizations able to meet the needs of local communities. The purpose of activities focused on women, on protection of the environment and on the promotion of small rural enterprises is to achieve sound natural resources management, thus guaranteeing sustainable development in the context of the Environmental Plan of Action, and the endeavour to raise farmers' incomes and living standards and promote food self-sufficiency.

8. Insufficient human resources development is a major constraint on development in Guinea. Strengthening of the productive base and greater access for poor people to the means of production are essential for the alleviation of poverty and popular participation in development. Human resources development and higher living standards are therefore crucial for the Government in promoting human development. UNDP action in connection with this area of concentration is focused on basic education; the strengthening of programme planning and management capacities; multidisciplinary, vocational and technical training; employment; health and social welfare; housing; and institutional support. UNDP support should make it possible to provide high-quality basic training for priority target groups, raise the level of teachers' skills and improve education, produce competent executing agencies, strengthen vocational training institutions while gearing training to employment opportunities; develop apprenticeships, particularly in rural areas and in the informal sector, and promote employment. The basic aim will be to enable Guinea to make up ground in the area of education and raise the school enrolment ratio to 50 per cent by the year 2000, promote safe motherhood, reduce the maternal and child mortality rates, ensure greater socio-economic

effectiveness of women, set up an effective support programme at the grass-roots level, promote private initiative, reactivate technical cooperation among developing countries (TCDC) and strengthen the Transfer of Knowledge Through Expatriate Nationals (TOKTEN).

9. Promotion of the private sector, which is closely linked to the revitalization of the industrial sector, is an essential component of the liberalization process embarked upon by the Government. UNDP assistance will reinforce the contributions made by other donors, making effective use of experience gained from the industrialization master plan. The focus will be on consolidating the industrial base, with particular emphasis on environmental protection, support for small and medium-scale enterprises/industries, integrated development of sectors and subsystems, training in the establishment, promotion and management of enterprises, particularly enterprises started up by women, as well as support for continuing training in the area of crafts and industrial enterprises. It is anticipated that these activities will lead to an increase in industrial production, the establishment of machinery to promote private investment, the creation of small and medium-sized enterprises and industries, and the strengthening of national management capacities and entrepreneurship, the establishment of a loans scheme for small and medium-sized enterprises and industries, the establishment of industrial estates, and an improved legal environment and juridical framework.

10. These four areas of concentration were selected in accordance with Governing Council decision 90/34, adopted on 23 June 1990, which calls for a linkage between the focuses of national programmes and the recommended areas of concentration. From among these areas of intervention selected in order to support the Government's priorities, the fifth country programme for Guinea will emphasize action relating to alleviation of poverty and community participation, the environment and natural resources management, and management development.

III. MANAGEMENT OF THE FIFTH COUNTRY PROGRAMME

11. Programme management and follow-up will be strengthened. The Government and UNDP will be jointly involved on a systematic basis in the formulation of specific subprogrammes and projects, in order to ensure greater consistency and improved coordination. Programming and effective follow-up will also call for the establishment of institutional arrangements and appropriate modalities to improve coordination between the Government, UNDP, agencies in the United Nations system and non-governmental organizations.

12. With regard to the identification and programming of activities and the corresponding follow-up, provision must be made for considerable funds to make the activities self-sustaining through effective coverage of recurrent costs and through institutionalization.

13. To the extent possible, the intention is to introduce the national execution modality and optimal use of national expertise and structures for programme and project execution. UNDP will provide institutional support to the General Directorate for the Advancement of Women for the implementation of the Plan of Action for the Advancement of Women in Guinea. Lastly, the execution formulas for all assistance will take account of non-governmental organizations' human and technical resources.

14. There will be a comprehensive mid-term review and annual reviews of the fifth country programme, in accordance with UNDP policies and procedures. The sectoral programmes and subprogrammes will be evaluated at close intervals.

IV. RECOMMENDATION BY THE ADMINISTRATOR

15. The areas of intervention by UNDP are in keeping with the Government's development priorities and strategies, and incorporate the relevant themes recommended in Governing Council decision 90/34. The Administrator recommends that the Governing Council approve the fifth country programme for Guinea.